

INTRODUCED: September 14, 2015

AN ORDINANCE No. 2015-186-190

To amend ch. 22 of the City Code, concerning cemeteries, by adding therein a new art. IV, consisting of §§ 22-201—22-233, concerning options other than burial, and to amend Appendix A of the City Code by adding therein new fees for City Code §§ 22-212, 22-222, 22-232, and 22-233, for the purpose of providing for the provision of cremation-related options at City cemeteries and the fees to be charged therefor.

\_\_\_\_\_  
Patron – Mayor Jones

\_\_\_\_\_  
Approved as to form and legality  
by the City Attorney  
\_\_\_\_\_

PUBLIC HEARING: SEPT 28 2015 AT 6 P.M.

THE CITY OF RICHMOND HEREBY ORDAINS:

§ 1. That Chapter 22 of the Code of the City of Richmond (2004) be and is hereby amended and reordained by **adding therein a new** Article IV, consisting of new divisions numbered 1 through 4 and new sections numbered 22-201 through 22-232, as follows:

**ARTICLE IV.**

**OPTIONS OTHER THAN BURIAL.**

**DIVISION 1.**

**GENERALLY.**

AYES:           7           NOES:           0           ABSTAIN: \_\_\_\_\_

ADOPTED:    SEPT 28 2015   REJECTED: \_\_\_\_\_   STRICKEN: \_\_\_\_\_

**Sec. 22-201. Purpose.**

The purpose of this article is to provide for the offering of options other than burial in cemeteries.

**Sec. 22-202. Applicability of other provisions of chapter.**

The provisions of Article III of this chapter shall apply to the rights in columbarium niches and memorial sites sold pursuant to this article.

**Sec. 22-203. Duties of Director.**

The Director shall issue regulations consistent with this article and any other applicable laws to discharge the duties set forth in this article.

**DIVISION 2.**

**COLUMBARIA.**

**Sec. 22-211. Meaning of “columbarium.”**

The term “columbarium” means a vault lined with niches for urns containing cremated remains. The Director shall approve the design, location, and size of each columbarium erected in a cemetery.

**Sec. 22-212. Where columbaria located; fees.**

The Director shall erect and maintain at least one columbarium in each of Oakwood Cemetery, Riverview Cemetery, Maury Cemetery, Mt. Olivet Cemetery, and Shockoe Hill Cemetery. The Director may erect and maintain additional columbaria in these cemeteries as needed. In order to purchase rights to a niche in a columbarium, the purchaser shall pay the applicable fee as set forth in Appendix A.

**DIVISION 3.**

**SCATTERING GARDENS.**

**Sec. 22-221. Meaning of “scattering garden.”**

The term “scattering garden” means an area within a cemetery in which cremated remains may be scattered. A scattering garden includes landscaping and a monument or other feature for the memorialization of individuals whose cremated remains have been scattered there. The Director shall approve the design, location, and size of each scattering garden established in a cemetery.

**Sec. 22-222. Where scattering gardens located; fees.**

The Director shall establish and maintain scattering gardens in cemeteries as needed. The purchaser shall pay the applicable fee as set forth in Appendix A for rights to have an individual’s cremated remains scattered in a scattering garden and for an inscription memorializing the individual whose cremated remains are scattered in the scattering garden.

**DIVISION 4.**

**MEMORIAL SITES.**

**Sec. 22-231. Memorial sites; fees.**

As needed, the Director shall establish and maintain memorial sites within cemeteries at which cremation benches may be installed. The Director shall approve the design, location, and size of each memorial site in a cemetery.

**Sec. 22-232. Cremation benches; fees.**

A cremation bench is a granite bench installed at a memorial site in which more than one urn containing cremated remains may be placed. The Director shall approve the design, location, and size of each cremation bench installed at a memorial site in a cemetery. In order to purchase a memorial site and a cremation bench, the purchaser shall pay the applicable fees set forth in

Appendix A. In addition, the purchaser shall pay a fee for each inscription on a cremation bench and each inurnment as set forth in Appendix A.

**Sec. 22-233. Private estates; fees.**

A private estate is a small columbarium installed at a memorial site into which urns containing cremated remains and flower vases may be placed. The Director shall approve the design and size of three models of private estates and shall approve the location of each private estate within a cemetery. Private estates may be purchased in Oakwood Cemetery, Riverview Cemetery, Maury Cemetery, and Mt. Olivet Cemetery. In order to purchase a memorial site and a private estate, the purchaser shall pay the applicable fees set forth in Appendix A. In addition, the purchaser shall pay a fee for each inscription on a private estate as set forth in Appendix A.

§ 2. That Appendix A of the Code of the City of Richmond (2004) be and is hereby amended and reordained by **adding therein new** fees for sections 22-212, 22-222, 22-232, and 22-233 of the Code of the City of Richmond (2004) as follows:

<i>Code Section</i>	<i>Description</i>	<i>Fee</i>
22-212	Fee for purchase of niche in columbarium:	
	(1) Oakwood, Riverview, Maury, and Mt. Olivet Cemeteries:	
	a. Upper two levels	1,295.00
	b. Middle two levels	1,495.00
	c. Lower two levels	1,095.00
	(2) Shockoe Hill Cemetery	
	a. Upper two levels	1,795.00
	b. Middle two levels	1,995.00
	c. Lower two levels	1,595.00
22-222	Fees for scattering gardens	
	(1) Scattering	195.00
	(2) Inscription	250.00
22-232	Fees relating to purchase of memorial site for cremation bench in Oakwood, Riverview, Maury, and Mt. Olivet Cemeteries	
	(1) Purchase of memorial site	500.00
	(2) Purchase of cremation bench	2,795.00
	(3) Inscription of family name plus names of two individuals	500.00
	(4) Inurnment	500.00

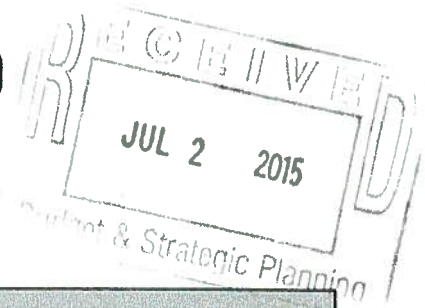
22-233	Fees relating to private estates	
	(1) In Oakwood, Riverview, Maury, and Mt. Olivet Cemeteries	
	a. Model A	
	1. Purchase of memorial site	500.00
	2. Purchase of two-niche private estate	2,154.80
	b. Model B	
	1. Purchase of memorial site	500.00
	2. Purchase of four-niche private estate	4,310.00
	c. Model C	
	1. Purchase of memorial site	500.00
	2. Purchase of four-niche private estate	4,586.80
	(2) In Shockoe Hill Cemetery	
	a. Model A	
	3. Purchase of memorial site	500.00
	4. Purchase of two-niche private estate	2,154.80
	b. Model B	
	3. Purchase of memorial site	1,000.00
	4. Purchase of four-niche private estate	4,310.00
	c. Model C	
	3. Purchase of memorial site	\$1,000.00
	4. Purchase of four-niche private estate	4,586.80
	(3) Inscriptions	
	a. Family name	195.00
	b. Each individual name	250.00

§ 3. This ordinance shall be in force and effect upon adoption.



# CITY OF RICHMOND

## INTRACITY CORRESPONDENCE



### O&R REQUEST

**DATE:** June 10, 2015 **EDITION:** 1

**O & R REQUES**

**TO:** The Honorable Members of City Council

JUL 17 2015

**THROUGH:** Dwight C. Jones, Mayor *pej*

4-3861  
Chief Administration Office  
City of Richmond

**THROUGH:** Selena Cuffee-Glenn, Chief Administrative Officer *SLC*

**THROUGH:** Lenora Reid, Deputy CAO for Finance and Administration *LR*

**THROUGH:** Jay Brown, Ph. D., Director of Budget and Strategic Planning *JAB*

**THROUGH:** Debra Gardner, Deputy CAO for Human Services *DG*



**FROM:** Norman C. Merrifield, Ed. D. *NM*  
Director of Parks, Recreation & Community Facilities

AUG 12 2015

**RE:** Request to Institute New Fees for New Cemetery Services **OFFICE OF CITY ATTORNEY**

**ORD. OR RES. No.** \_\_\_\_\_

**PURPOSE:** To amend Appendix A of the City Code, Chapter 22, concerning cemeteries for the purpose of adding new fees for new services for columbariums, scattering gardens, memorial benches and private family estates.

**REASON:** In an effort to remain current with the cemetery industry and competitive with local competition, the Cemeteries Division will endeavor to ensure all available options are available for residents when it comes to laying loved ones to rest.

The first phase will be to introduce columbariums to provide requested cremation options to the public. Additional services may be added concurrently to include scattering gardens, memorial benches, and private family estates.

The new services will allow the city to provide requested services to residents while also prolonging the life of the cemeteries and provide additional revenue to this enterprise operation.

**RECOMMENDATION:** City Administration strongly supports this ordinance.

**BACKGROUND:** PRCF maintains eight municipal cemeteries: Active Cemeteries include Maury Cemetery, Mt. Olivet Cemetery, Oakwood Cemetery, Riverview Cemetery, Shockoe Hill Cemetery, and St. John's Cemetery. The Inactive Cemeteries include Oakwood "Paupers" Cemetery and Barton Heights Cemetery. Of these eight cemeteries, the city actively operates only four for daily burial operations. Presently the City's cemeteries offer only two options for the disposal of cremated remains: ground burial in a private family lot or ground burial in a section designated for infant burials. The current percent of cremation burials in our city operated cemeteries total 6% (based on FY '13-'14). Nationally the percent is approximately 46% of all burials.

The percent of space within the city cemeteries for burials will continue to be an issue with limited land. The addition of the new services will increase the longevity of the cemeteries. These new services will accommodate new burial opportunities in one of the cemeteries, Shockhoe Hill, which has been inactive for years. There continues to be significant inquiries by individuals and funeral homes as to whether the services we are proposing will be available in the near future.

**FISCAL IMPACT / COST:** The exact revenue impact is uncertain due to the newness of the services. Conservative estimates are however approximately \$150,000/year.

**FISCAL IMPLICATIONS:** The purchase of the columbariums is predicated on the purchase of the niches at each location. Once a certain number of niches are purchased, the columbariums will be purchased and installed and the remaining niches will provide the increased revenue stream.

**BUDGET AMENDMENT NECESSARY:** Approval of new fees for new services

**REVENUE TO CITY:** Approximately \$150,000.

**DESIRED EFFECTIVE DATE:** Upon adoption

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**REQUESTED INTRODUCTION DATE:** July 27, 2015

**CITY COUNCIL PUBLIC HEARING DATE:** September 14, 2015

**REQUESTED AGENDA:** Consent

**RECOMMENDED COUNCIL COMMITTEE:** Finance and Economic Development

**CONSIDERATION BY OTHER GOVERNMENTAL ENTITIES:** None

**AFFECTED AGENCIES:** Parks, Recreation and Community Facilities

**RELATIONSHIP TO EXISTING ORD. OR RES.:** Amendment to City Code, Chapter 22

**REQUIRED CHANGES TO WORK PROGRAM(S):** Assumed into daily operations

**ATTACHMENTS:** Introduction to New Service Opportunities  
Ordinance and Fee Descriptions

**STAFF:** Norman C. Merrifield, Ed.D  
Parks, Recreation & Community Facilities 646-5717

Barry Russell, Deputy Director  
Parks, Recreation & Community Facilities 646-5944

Jim Laidler, Cemeteries Operations Manager  
Parks, Recreation and Community Facilities 646-1402

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## Introduction

Presently the city's cemeteries offer two options for the disposition of cremated remains:

1. Ground burial in a private family lot
  
2. Ground burial in a section designated for infant burials.

The current rate of cremation burials in our city cemeteries is 6% (actual, based on 2013-2014 FY). According to statistics from the Cremation Association of North America (CANA), Virginia's cremation rate grew from 28.7% in 2007 to 34.4% in 2011. Assuming that same rate of increase continued through 2014, the CANA current rate would be over 41%. Nationally the 2013 cremation rate was 45.3%.

While it is true that not all cremated remains are buried in cemeteries, CANA statistics indicate that disposition of cremated remains falls into four basic categories:

1. Delivered to Cemetery	40.7%
2. Taken Home	35.8% (Eventually will be buried, placed in a Columbarium, scattered or kept at home)
3. Scattered as Directed	17.8% (Not on cemetery property)
4. Not Picked Up	5.7%
Total	100%

Our potential market is the top two categories (1&2) totaling 76.5% of all cremations. It is clear we are missing many opportunities to serve families that choose cremation but want other options besides ground burial.

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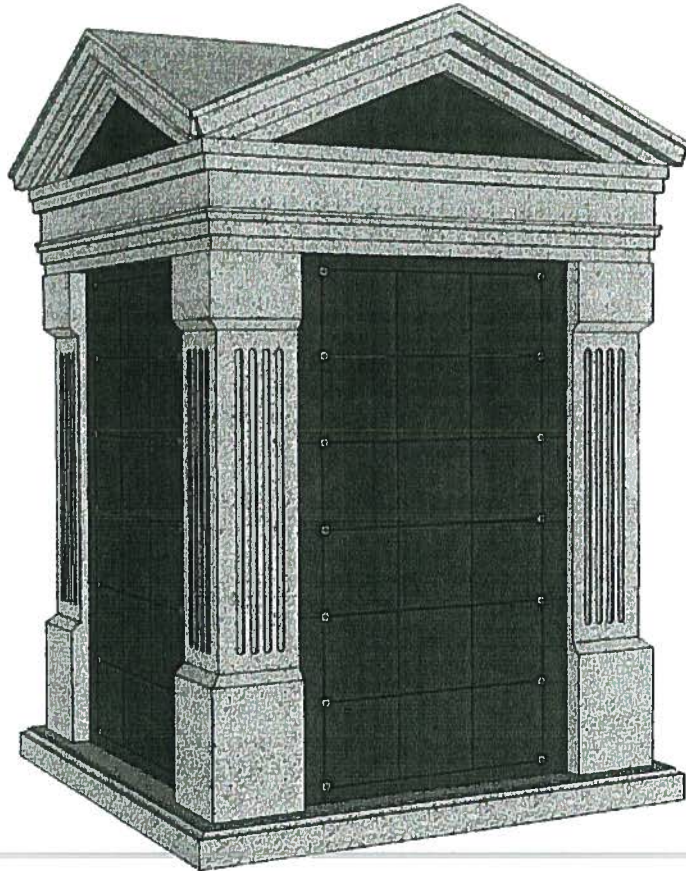
Virginia is 8<sup>th</sup> in the number of crematories and we are rapidly approaching a 50% cremation rate. The following pages outline some of the options we need to have at our cemeteries to be able to compete in the local market.

Staff is confident that the operations could, conservatively, see an increase in revenue in the range of \$150,000 in the first year of offering the opportunities. The revenue would be dependent upon timing of approval and when it comes within the fiscal year.

## Opportunities

### 1. Columbariums

A columbarium is a vault with a number of niches for urns containing ashes of the dead. Initially, columbariums would be placed at Oakwood, Riverview, Maury and Shockhoe Hill. Subsequent columbariums would be placed as the need arises.



### 2. Scattering Gardens

Families like to scatter cremated remains. Each cemetery would design a scattering area within a cremation garden that would include landscaping and a monument or feature wall for memorialization of those who are scattered there.

### 3. Memorial Benches

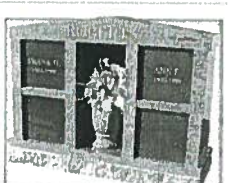
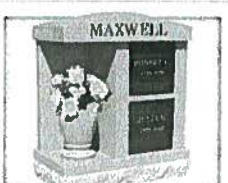
A popular option. This is a granite bench that is either cored to accommodate a cylindrical container or constructed as a niche beneath the seat with panels that can be removed to place urns. Both options have

the advantage of appearing to be features of a cremation garden while also being exclusive to a single family.



**4. Private Family Estates**

These are small columbariums that may accommodate urns and flower vase that do not interfere with maintenance operations.



## **Conclusion**

Based on past cremation rates and the rate of increase, we can conclude the cremation rate will continue to grow. Cremation is not only a cost decision, but a preference based on the many options available that are not possible with traditional burial.

The city of Richmond needs to make those options available in order to attain a fair market share. The relatively small investment will bring large sums that can be reinvested in more columbaria or other options, and used to create a perpetual care fund.

The sites being considered are areas that will receive maximum exposure to visitors at the cemeteries. Low maintenance landscaping will be utilized to create visual interest while minimizing costs.

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City of Richmond  
 Department of Parks, Recreation & Community Facilities  
 Cemeteries Ra Rate Change request for FY 2015

Code Section	Service Description	Current Fee	New Fee Request	FOS (based on prior year totals)	Requested Rate Increase	ADDITIONAL Projected Annual Revenue
22	<b>Cemetery Fees for New Services</b>					
22-x	<b>Purchase of Niches in Columbariums</b>					
	1. Oakwood, Riverview and Maury/Mt. Olivette Cemeteries					
	a Upper Two Levels	n/a	\$1,295.00	n/a	n/a	#VALUE!
	b Middle Two levels	n/a	\$1,495.00	n/a	n/a	#VALUE!
	c Lower Two Levels	n/a	\$1,095.00	n/a	n/a	#VALUE!
	2 Shockhoe Hill Cemetery					
	a Upper Two Levels	n/a	\$1,795.00	n/a	n/a	#VALUE!
	b Middle Two Levels	n/a	\$1,995.00	n/a	n/a	#VALUE!
	c Lower Two Levels	n/a	\$1,595.00	n/a	n/a	#VALUE!
22-xx	<b>Scattering Gardens</b>					
	a. Scattering	n/a	\$195.00	n/a	n/a	#VALUE!
	b. Inscription	n/a	\$250.00	n/a	n/a	#VALUE!
22-xxx	<b>Purchase of a Family Memorial Site</b>					
	1 Oakwood, Riverview and Maury/Mt. Olivette Cemeteries					
	a. Purchase of a Memorial Site	n/a	\$500.00	n/a	n/a	#VALUE!
	b. Purchase of a Cremation Bench	n/a	\$2,795.00	n/a	n/a	#VALUE!
	c. Inscription (family name plus 2 individuals)	n/a	\$500.00	n/a	n/a	#VALUE!
	d. Inurnment	n/a	\$500.00	n/a	n/a	#VALUE!
22-xxxx	<b>Purchase of a Private Family Estate (dependent on model)</b>					
	Oakwood, Riverview and Maury/Mt. Olivet Cemeteries					
	1 Model A					
	a. Purchase of a Memorial Site	n/a	\$500.00	n/a	n/a	#VALUE!
	b. Purchase of Two Niche Private Estate	n/a	\$2,154.80	n/a	n/a	#VALUE!
	2 Model B					
	a. Purchase of a Memorial Site	n/a	\$500.00	n/a	n/a	#VALUE!
	b. Purchase of Four Niche Private Estate	n/a	\$4,310.00	n/a	n/a	#VALUE!
	3 Model C					
	a. Purchase of a Memorial Site	n/a	\$500.00	n/a	n/a	#VALUE!
	b. Purchase of Four Niche Private Estate	n/a	\$4,586.80	n/a	n/a	#VALUE!
	Shockhoe Hill Cemetery					
	1 Model A					
	a. Purchase of a Memorial Site	n/a	\$1,000.00	n/a	n/a	#VALUE!
	b. Purchase of Two Niche Private Estate	n/a	\$2,154.80	n/a	n/a	#VALUE!
	2 Model B					
	a. Purchase of a Memorial Site	n/a	\$1,000.00	n/a	n/a	#VALUE!
	b. Purchase of Four Niche Private Estate	n/a	\$4,310.00	n/a	n/a	#VALUE!
	3 Model C					
	a. Purchase of a Memorial Site	n/a	\$1,000.00	n/a	n/a	#VALUE!
	b. Purchase of Four Niche Private Estate	n/a	\$4,586.80	n/a	n/a	#VALUE!
	4 Inscriptions					
	a. Family Name	n/a	\$195.00	n/a	n/a	#VALUE!
	b. Individual name(s)	n/a	\$250.00	n/a	n/a	#VALUE!
<b>TOTAL ADDITIONAL PROJECTED REVENUE:</b>						#VALUE!